

## Message Text

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JCS:COL.LAFFERTY  
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EUR/RM - MR. STREATROR  
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O 190334Z OCT 73  
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TO AMEMBASSY BONN IMMEDIATE  
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AMEMBASSY VIENNA IMMEDIATE

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E.O. 11652: GDS  
TAGS: PARM, NATO  
SUBJECT: MBFR: MODIFIED DATA ON MANNING LEVELS

1. SUMMARY. THIS MESSAGE CONTAINS SOME MODIFICATIONS IN  
OUR DATA ON WARSAW PACT GROUND-FORCE MANPOWER IN THE NATO  
GUIDELINES AREA. USNATO SHOULD CIRCULATE THIS INFORMATION  
TO THE ALLIES IN THE FORM OF THE MEMORANDUM QUOTED BELOW,  
WHICH MAY ALSO BE CIRCULATED IN THE AD HOC GROUP AFTER

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DISTRIBUTION IN BRUSSELS. THE MEMORANDUM SHOULD BE

CIRCULATED SHORTLY AFTER THE FIVE-PART ALLIANCE NEGOTIATING POSITION HAS BEEN APPROVED BY THE NAC, AND AT A LEVEL TO BE DETERMINED AT YOUR DISCRETION. WE WISH THE IMPACT OF THESE NEW FIGURES TO BE AS LOW KEY AND ROUTINE AS POSSIBLE, AND NOT TO RAISE ALLIED CONCERNS ABOUT THE COMMON CEILING AND RELATED ISSUES.

2. FOR BONN AND LONDON. THE TEXT OF THE MEMORANDUM SHOULD ALSO BE PASSED TO FONOFFS IN SUITABLY LOW KEY WAY. IF ASKED WHEN PASSING THE MEMORANDUM BELOW, YOU MAY REPLY THAT WE DO NOT BELIEVE THAT NEW MANNING DATA CALLS FOR ANY CHANGE IN EITHER PHASE 1 REDUCTION PROPOSAL OR THE APPROXIMATELY 700,000 MAN COMMON CEILING. WE APPRECIATE THAT NEW DATA WOULD TEND TO HAVE THE EFFECT OF APPEARING TO INCREASE THE ASYMMETRY OF PHASE TWO REDUCTIONS. IF POINT ARISES, HOWEVER, YOU SHOULD POINT OUT THAT IN THE NATURE OF THINGS DATA WILL HAVE TO BE SUBJECT TO FURTHER REFINEMENT ON THE BASIS OF ADDITIONAL INTELLIGENCE AND DISCUSSION WITH THE EAST DURING PHASE 1. RUTH WILL PROBABLY NOTE THAT BULK OF THESE INCREASES IS IN HEADQUARTERS AND SERVICE SUPPORT WHICH IS THE TYPE OF FORCE MOST DIFFICULT TO ESTIMATE.

3. FOR USNATO. COVER NOTE SHOULD DESCRIBE THE MEMORANDUM AS CONTAINING THE RESULTS OF THE FOLLOW-UP STUDY ON SOVIET AND OTHER PACT FORCES IN NGA WHICH WE PROMISED TO PRESENT AS SOON AS THE WORK HAD BEEN COMPLETED. THAT WORK COMPLETES THE MAJOR REVIEW OF WARSAW PACT FORCES UNDERTAKEN IN CONNECTION WITH THE FORMULATION OF US PROPOSALS FOR THE ALLIED POSITION. YOU SHOULD POINT OUT THAT WHILE WE RECOGNIZE THAT MANNING FIGURES ARE NECESSARILY SUBJECT TO UNCERTAINTIES AND THAT AMENDMENT MAY BE NECESSARY IN THE FUTURE, IT WILL BE IMPORTANT TO HAVE ALLIED COUNTRIES ALL USE A SINGLE SET OF NUMBERS IN DISCUSSION WITH EAST AND, WHEN APPROPRIATE, IN PUBLIC AFFAIRS PRESENTATIONS. THIS WOULD ENHANCE OUR PROSPECTS FOR BRINGING THE EAST EITHER TO WORK ON BASIS OF NATO FIGURES OR TO GIVE US INFORMATION WHICH CAN BE CORROBORATED ABOUT THE ACTUAL SIZE OF THEIR FORCES. FYI: WE DO NOT BELIEVE THAT ANY CHANGE IN THE DESIGN OF PHASE 1 AND 2 PROPOSALS IS WARRANTED BY THESE

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LIMITED CHANGES IN DATA. IT SHOULD BE KEPT IN MIND THAT, EVEN WITH THE CORRECTIONS WE HAVE MADE, THE NUMBERS FOR MANPOWER IN PACT FORCES ARE STILL SUBJECT TO UNCERTAINTIES. NEVERTHELESS, WE BELIEVE THAT IT WOULD BE IN ALLIES' INTEREST TO AGREE TO USE THESE SOMEWHAT HIGHER FIGURES CONSISTENTLY IN THE NEGOTIATIONS. YOU MAY DRAW ON THIS AS NECESSARY. END FYI.

4. THE TEXT OF THE MEMORANDUM ON OUR NEW DATA FOLLOWS:

BEGIN TEXT:

SUBJECT: MANPOWER OF WARSAW PACT GROUND FORCES IN THE NATO  
GUIDELINES AREA

1. ON JULY 27, 1973, WE REPORTED TO THE NORTH  
ATLANTIC COUNCIL THE INTERIM RESULTS OF AN ONGOING US  
REANALYSIS OF WARSAW PACT GROUND FORCES MANPOWER IN THE  
NATO GUIDELINES AREA. THIS REANALYSIS WAS UNDERTAKEN TO  
INSURE THAT THE DATA BASE FOR MBFR PLANNING AND NEGOTIAT-  
ION WOULD BE AS ACCURATE AS POSSIBLE. AT THAT TIME, WE  
NOTED THAT FURTHER CHANGES MIGHT WELL RESULT AS WE PURSUED  
OUR STUDIES.

2. WE HAVE NOW COMPLETED THIS REANALYSIS OF BOTH  
SOVIET AND INDIGENOUS PACT GROUND FORCES IN THE NGA AND  
HAVE FURTHER REFINED OUR ESTIMATES. WE NOW ESTIMATE THE  
TOTAL PACT GROUND STRENGTH AT 925,000, INCLUDING 460,000  
SOVIET AND 465,000  
INDIGENOUS. THE RESULTS OF THE REANALYSIS ARE SUMMARIZED  
BELOW.

3. OUR CURRENT ESTIMATE OF WARSAW PACT GROUND FORCES  
IN THE NATO GUIDELINES AREA FOLLOWS: (IN THOUSANDS)

A. SOVIET GROUND FORCES

1. GSFG IN EAST GERMANY 360
2. CGF IN CZECHOSLOVAKIA 70
3. NGF IN POLAND 30

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4. TOTAL SOVIET 460

B. EAST EUROPEAN GROUND FORCES

1. EAST GERMAN 100
2. CZECHOSLOVAKIA 155
3. POLISH 210

4. TOTAL EAST EUROPEAN 465

C. TOTAL NATO GUIDELINES AREA 925

4. RESULTS OF THE NATO TOE/ORDER OF BATTLE CONFERENCE

SOVIET GROUND FORCES STRENGTH DATA BASED ON THE  
UNOFFICIAL RESULTS OF NATO TOE/ORDER OF BATTLE CONFERENCE  
(MC 224) CONDUCTED DURING PERIOD 27 SEPTEMBER - 5 OCTOBER  
1973 ARE SUMMARIZED BELOW:

AREA      ROUNDED

GSFG      351,000

NGF      31,500

CGF      70,500 - ,000

TOTAL 453,000 - 462,500

THE SPREAD IN CGF REFLECTS THE DISAGREEMENT BETWEEN  
NATO MEMBERS CONCERNING THE PRESENCE OF A SIXTH  
SOVIET DIVISION (A TANK DIVISION) IN CZECH. THIS IS  
PRESENTED IN MC-161 AS A HOLDING OF 5-6 SOVIET

DIVISIONS IN CZECH. US ESTIMATES ARE BASED ON 5  
DIVISIONS.

5. YOU WILL NOTE THAT THE US ESTIMATES CONTAINED IN  
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PARA 3 FOR NGF AND FOR CGF (EXCLUDING THE TANK DIVISION)  
AGREE SUBSTANTIALLY WITH THE RESULTS OF THE NATO TOE/ORDER  
OF BATTLE CONFERENCE. THE DIFFERENCE IN THE GSFG TOTALS IS  
ATTRIBUTABLE TO THE RESULTS OF OUR RECENT RENALYSIS.  
SUBSEQUENT TO THE OB CONFERENCE, THE US HAS CONCLUDED THAT  
SOME ADDITIONS, PARTICULARLY WITHIN THE AREA OF GSFG FRONT  
REAR SERVICES, SHOULD BE MADE TO THE TOTAL SOVIET STRENGTH  
ESTIMATE. IF THESE NEW FINDINGS WERE ADDED TO THE  
CONFERENCE FIGURE, THE US AND ALLIED HOLDINGS WOULD BE  
CONSISTENT.

6. BASIS FOR CHANGES

AS WAS THE CASE WITH THE SOVIET MANPOWER REVISION  
REPORTED TO THE COUNCIL IN JULY, THESE ADDITIONAL CHANGES  
IN OUR ESTIMATES DO NOT INDICATE ANY UNUSUAL CURRENT  
DEVELOPMENTS IN PACT FORCES. THEY ARE MAINLY THE RESULT  
OF IMPROVED EVIDENCE AND REANALYSIS WHICH HAVE ENABLED US  
TO MORE ACCURATELY DESCRIBE DEVELOPMENTS IN THOSE FORCES  
THAT HAVE BEEN UNDERWAY, BUT COULD NOT PREVIOUSLY BE  
FULLY ASSESSED. ALSO, THEY HAVE ENABLED US TO IDENTIFY  
FORCE ELEMENTS THAT PROBABLY HAVE ALWAYS BEEN PART OF THE

PACT FORCES IN THE NGA BUT COULD NOT PREVIOUSLY BE IDENTIFIED AS SEPARATE UNITS. THE CHANGES ARE DESCRIBED BELOW IN FURTHER DETAIL.

A. GROUP OF SOVIET FORCES GERMANY (GSFG)

THE MANPOWER ESTIMATE FOR SOVIET FORCES IN THE GSFG HAS BEEN INCREASED TO SOME 360,000. OUR DETAILED JULY ORDER OF BATTLE FIGURE WAS 354,000--ROUNDED TO 350,000. WE HAVE MADE THE FOLLOWING ADJUSTMENTS SINCE JULY:

(I) REANALYSIS OF FUNCTIONS OF FRONT AND ARMY LEVEL REAR SERVICES RESULTING FROM UPDATED TABLES OF ORGANIZATION RESULT: PLUS 2,000 MEN.

(II) AN INCREASE IN SCUD TACTICAL MISSILE LAUNCHERS FROM 9 TO 12 PER BRIGADE IN 5 BRIGADES AT 200 MEN PER BRIGADE: PLUS 1,000 MEN.

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(III) IDENTIFICATION OF THREE SA-6 SURFACE-TO-AIR MISSILE REGIMENTS AT 700 MEN PER REGIMENT: PLUS 2,000 MEN.

THE NET EFFECT OF THESE CHANGES IS TO RAISE THE 354,000 MAN FIGURE TO 359,000 MEN OR A  
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